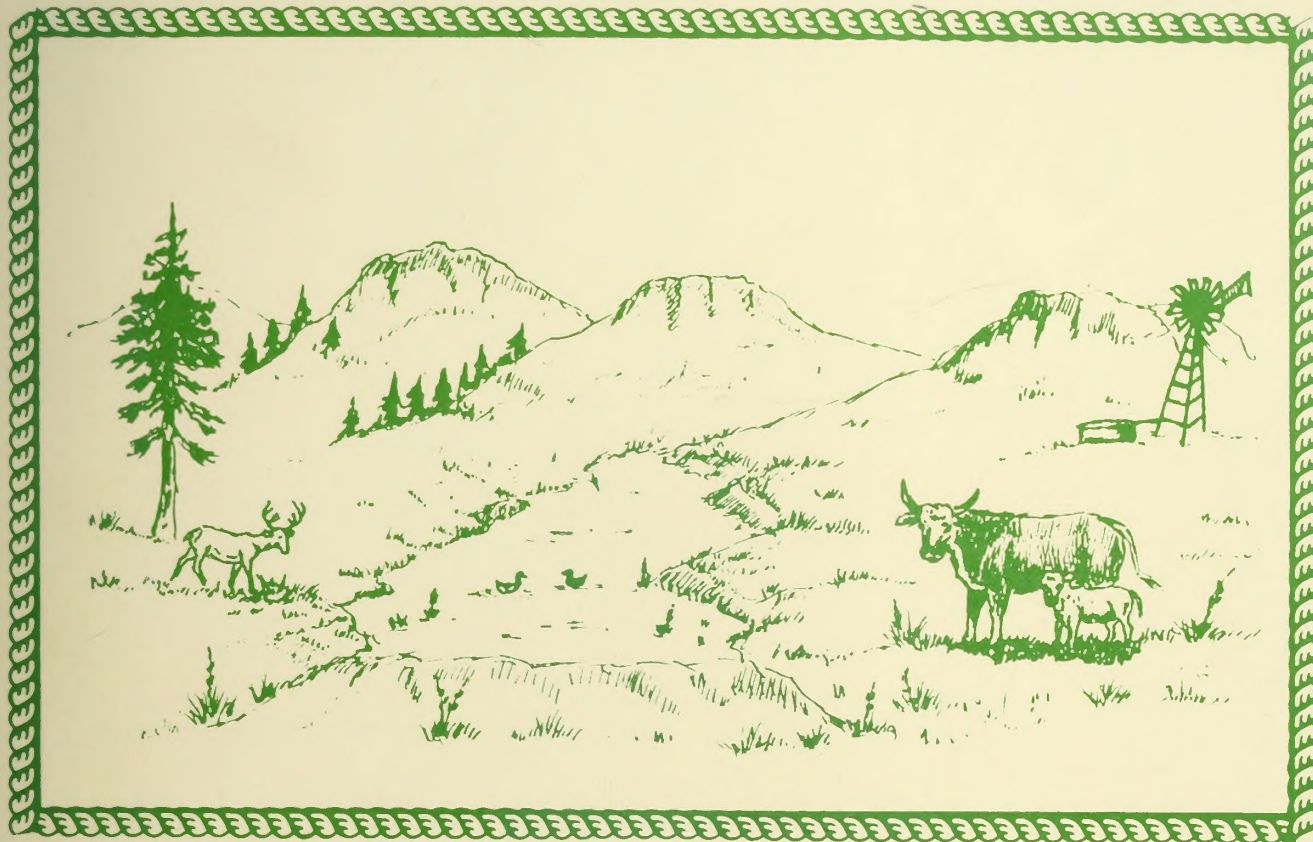




PROCEEDINGS OF A SYMPOSIUM

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COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT ON PUBLIC LANDS

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PREFACE

Management of public lands has been characterized by controversy in recent years. One of these controversies — and one of the most enduring ones — has to do with relationships between livestock grazers and other users of the public land, and between livestock grazers and public land managing agencies. Several efforts under several labels have been made in recent years to bring managing agencies and public land user interests into some more consistent and cooperative working relationship, as an alternative to conflict and confrontation.

In 1978, Congress provided authority for a series of experimental projects to explore ways of encouraging livestock grazers to be effective stewards of lands they lease, and specifically encouraged cooperation among affected landowners and users.

That "Experimental Stewardship Program" has produced some examples worth studying.

Public land administrators have initiated a number of attempts to develop patterns of cooperation attempts. One, in the late 1970's, was directed at building a political coalition among all rangeland user interests. This coalition was intended both to help generate public support for rangeland improvement, and to bring rangeland users together in planning for use of specific rangeland areas.

More recently, administrators of the Bureau of Land Management have proposed a "Cooperative Management" program which would delegate to selected livestock grazers a wide degree of discretion and management authority.

The Western Governor's Association has been actively proposing that the Stewardship concept be made a permanent and universal part of the agency management programs.

These innovations in management systems threaten to become as controversial as the conflict they are intended to resolve. The Symposium, summarized in this publication, was organized by the Arizona State Office of the Bureau of Land Management, the Southwestern Region, U.S. Forest Service and the School of Renewable Natural Resources, College of Agriculture, University of Arizona, to help the parties of interest in these issues ponder ways of cooperating with each other without feeling that either the general public interest or their own specific interests are at risk.

The conference organizers share a bias that those who manage and those who use the public lands must cooperate in good faith in their use and management if the lands are to produce what they are capable of producing for American society.

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INTRODUCTORY REMARKS

Frank Gregg, Director
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1. Cooperation in management of public lands is imperative for a number of reasons under existing ownership patterns and laws,

- a) Land ownerships are intermingled. This problem is particularly critical with respect to the Bureau of Land Management (BLM) and state land departments (SLD) and associated private holdings. The National Forests are generally more solidly blocked.

- b) Many uses depend upon access to and management of lands under multiple ownerships.

Livestock grazing allotments in Arizona and the West almost always include mixed ownerships.

Habitat requirements of wildlife often involve seasonal movements across multiple ownership boundaries.

Patterns of recreation use also involve access - to and use of - lands without distinction (insofar as recreation users are concerned) of ownership.

While grazing, wildlife and recreation may be the most pervasive uses, ownership patterns may also impose constraints on more site-specific uses such as timber production and mining.

- c) Owners' management objectives differ, sometimes sharply; these differences complicate cooperation in management.

Examples: Private landowners may wish to optimize return on investment in a single use (livestock production); State land departments may be required to maximize revenues to trust beneficiaries; Forest Service and BLM are required to respond to a wide range of multiple uses: to optimize the mix of goods and services as distinct from maximization or optimization of single uses.

- d) Competition for use and conflict about the potential of public lands generally will continue to increase. Population increase is a driving force.

For about 20 years, demands for outdoor recreation uses, wilderness designations, wildlife management and environmental values generally have been increasing. The trend will continue as Arizona population rises and increasing urban majorities look to public lands as treasured recreation resources.

At the same time, demands for resource commodity production increase: forage and associated livestock production; forest products; minerals; water.

Since 1973, increased energy production has been a public policy priority. For more than three years, commodity production generally has been emphasized.

2. Several proposals have been offered in recent years to make fundamental changes in the public land systems, but none seems likely to attract effective political support in the short run. The Sagebrush Rebellion and privatization have both failed as large-scale disposal programs.

Some progress is possible (through exchanges, etc.) on ownership patterns, but not on a significant scale unless Utah's "PROJECT BOLD" (a land transfer adjustment package involving several million acres of BLM and State trust land) is approved by Congress and adopted as a model by other states.

3. Management, not ownership, will continue to be the dominant issue. Key issues in management will include:

- a) Efficiency in operations. How to get management activities such as inventories, planning, permit and lease administration, use supervision and compliance, monitoring carried out at reasonable cost.
- b) Levels and sources of investment in renewable resources capital stock. Reforestation and timber land improvement, rangeland and habitat improvement, and recreation facilities are needed.
- c) Decision processes. Who makes decisions at what levels about how resources get allocated with what weight given to those interests?
- d) Outcomes. The ultimate test will be how individuals and groups perceive their interests are reflected in who benefits and who pays.

4. We at the School of Renewable Natural Resources approach the issue of "Cooperative Approaches to Resource Management on Public Lands" in this context.

We look forward to trying to help define criteria and processes for securing the cooperation of affected interests in managing public land resources.

THE CONCEPT OF STEWARDSHIP

David P. Tidwell
Special Assistant to the Director
Bureau of Land Management

The topic of land "stewardship" is at least as old as the Bible and transcends the usual political boundaries. The concept of stewardship became a legal responsibility of public land managers when Congress incorporated the word and the idea into the language of the Public Rangeland Improvement Act of 1978.

But if the topic is old, it is also innovative.

It is based on the belief that people with different backgrounds and different needs can work together to accomplish common objective, if they will first sit down and talk about it.

It becomes applicable to the public lands for the very simple reason that public lands are expected to accommodate a wide variety of activities.

The hunter and the fisherman, the livestockman, the miner, and the lumberman make up what we sometimes call the traditional users. Their use is historic and sanctioned in law. It will doubtlessly continue into the foreseeable future.

But following World War II the public lands attracted a host of recreational users looking for everything from a place to drive off-road vehicles to the opportunity to watch birds. There was a growing interest in historic and prehistoric sites, and archaeologists combed the public lands for sites of ancient cultures and early settlement.

There were also demands for room for wilderness and sites for rock concerts and cross-country races.

It was inevitable that sooner or later some of these users and their interest groups would collide, thus creating conflicts that would have to be resolved if public lands were to serve all the people.

For a good many years Federal land managers tried to mediate the various conflicts and apportion land and resources among the various users.

And while the efforts were sincere and the brokers honest, their efforts were rarely successful in the eyes of the public. In almost every case, one group or another felt they had not received their fair share in use of the public land and that somebody else had been favored.

When Congress considered ways to resolve the many problems caused by different users of public land, it instructed the Secretaries of Interior and Agriculture to experiment with the concept of stewardship and cooperative management.

The language of that section is interesting: "The Secretaries of Interior and Agriculture are hereby authorized and directed to develop and implement, on an experimental basis on selected areas of the public rangelands which are representative of the broad spectrum of range conditions, trends and forage values, a program which provides incentives to, or rewards for, the holders of grazing permits and leases whose stewardship results in an improvement of the range condition of lands under permit or lease. Such programs shall explore innovative grazing management policies and systems which might provide incentives to improve range conditions"

The language goes on to call for a report to Congress on the result of the experimental program by December 31, 1985.

In complying with the Congressional mandate, we set up five stewardship areas. Three of these — the Challis area in Idaho, the Modoc/Washoe area in California and Nevada, and the East Pioneer area in Montana — were established in cooperation with the Forest Service. The Tonopah area in Nevada and the Randolph area in Utah were wholly BLM

areas. There were also 15 additional areas set up between BLM and individual ranchers. Three of these were in Arizona, 9 in New Mexico and 3 in Oregon. All of these areas had conflicts and resource problems.

In setting them up, we worked closely with the local people. But we also involved other agencies. For example, in the Challis, Idaho, area we worked closely with the Governor, an Idaho senator and State and other Federal agencies. At an organization meeting held in February 1979, the Challis Experimental Stewardship Group was set up with a steering committee made up of representatives from among the local ranchers, the Bureau of Land Management (BLM) District Manager, the supervisor of the Challis National Forest, a representative from the Idaho Department of Lands, the Soil Conservation Service, and the Idaho Fish and Game Department. There was a representative from the Custer County Resource and Economic Stabilization Committee and another from the Soil Conservation District. We also had representatives from environmental organizations, wild horse organizations and the Idaho Rangeland Committee.

Goals were established, but kept flexible in recognition that as times and conditions change so will land management direction. The committee also adopted certain premises about the nation's natural resources.

Among some of the innovations tried was one involving BLM and Forest Service adjustments to make extra forage on Forest Service lands available to offset reductions on BLM lands. When certain ranchers sold their base property for subdivision development, their permits were made available to compensate adjacent permittees whose allotments were facing reductions in livestock use. In one instance a permittee was allowed to irrigate a BLM pasture so that he could move his livestock off his hay meadow early in the season, while allowing the native range to achieve range readiness before being grazed.

On the whole, the ranchers feel that they have greater flexibility in the management of their livestock and more say in the decisions that affect their grazing operation.

It is my opinion that accomplishments have been significant. For example, in the Challis area there has been less reduction of live-stock use than was being considered at the time the environmental impact statement was completed. Hunters and wildlife biologists tell us that there has been an increase in big game in the area.

I have used the Challis area as an example. I should point out that the other areas have different problems and have found different solutions. As far as I am concerned, this is the strength of the cooperative stewardship system. Rather than have a stock answer and a prescribed procedure for dealing with widely divergent areas and conditions, we now have a concept that can be tailored to fit a particular area and need.

Another strength is that we are using local people, those familiar with the area, to help us arrive at solutions. The specific decisions and actions are not being mandated by Washington.

Our greatest achievement in this process is in bringing about better working relations among the people involved — not just between BLM range managers and the livestockmen — but also among all the various interest groups involved. Now, instead of having confrontations among all the different groups with each making its own set of demands, we have people with different interests speaking with a single voice.

One East Pioneer rancher put it very well: "It's amazing what we can accomplish collectively if each of us writes down his goals and objectives for a logical rangeland unit. Then we sit down together to identify what is really important and collectively see how we can achieve those important goals and objectives."

As we looked at the results of the experimental stewardship areas, we felt that here we had something we could build on for the future. The first phase in our program of participative management was introduced last year when we announced the Cooperative Management Agreement. This is a formal written agreement signed both by BLM and the operator. It sets out goals and objectives both the operator and the Bureau want to see accomplished.

Within the framework of the law and the regulations, it will provide additional flexibility in the livestock operation and will give the operator a greater role in those decisions that affect his livestock operation. The agreement can be renewed providing the operator is making progress toward meeting the common objectives of the agreement. It can also be canceled in those rare instances where the operator is not living up to the terms of the agreement.

The initial thrust of the Cooperative Agreement approach was as a tool to encourage better stewardship on grazing allotments, but we have since expanded the idea into other public land use programs. Cooperative Management Agreements with wildlife groups are leading to improved wildlife habitat, and we are developing agreements with recreation user groups, wild horse and burro interests, and others.

COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT AND THE STEWARDSHIP PROGRAM THE MODOC/WASHOE EXPERIENCE

John Weber, President
National Cattleman's Association

What is stewardship? It is legally and commonly defined as "the caring for someone else's property in the name of and to the benefit of the owner". Stewardship in range management has come to be a catchword for any person's idea of good land management.

Section 12 of the Public Rangeland Improvement Act of 1978 authorized and directed the establishment of experimental stewardship programs.

I believe that Congress asked for this experimentation because in the mid-70's congressmen were being bombarded by hostile constituencies. Bureau of Land Management (BLM) permittees were locked in combat over BLM grazing environmental impact statements that had been mandated by a Federal court. I can never remember when the relationship between the livestock permittees of the West and the BLM was any lower. I visualized congressmen saying at that time, "Whoa, wait a minute. There must be a better way to settle issues at the local level!" Thus, under these circumstances, the Modoc/Washoe stewardship area was formed. Two more have been formed under this act; one in Idaho and one in Montana.

The Modoc/Washoe Experimental Stewardship Program area includes the Warner Mountain Ranger District of the Modoc National Forest in northeastern California and of the Surprise Resource Area, in the Susanville BLM District, which is mostly Great Basin High Desert in northwestern Nevada. The stewardship area is about 2.25 million acres; a little over one-fourth of it is privately owned ranchland intermingled with public lands.

Livestock is wintered on private ranch lands and summered on Forest and BLM. The stewardship area supports resident population of deer, antelope, bighorn sheep, wild horses, and numerous species of small game animals and birds. The Forest Service and the BLM license 126,000 animal unit-months of cattle and sheep forage per year within the stewardship area. Recreational opportunities are diverse, readily available and heavily used. The private rangelands are intermingled with the public lands. For the most part, the private lands are the key to range improvement, because they contain the water resources imperative to the management and use of the public lands in our desert environment. Livestock and wildlife grazing would be drastically reduced without the water and forage found on intermingled private lands. By the same token, private holdings are too small to support viable livestock enterprises without public land grazing.

Now let me turn to the makeup of the Modoc/Washoe stewardship plan and focus on the process and reasons why successes have been achieved.

The Steering Committee has 21 members representing ranchers, county government, University Range Science Departments, Extension, Conservation Districts, the Agricultural Stabilization and Conservation Service, the Audubon Society, wild horse advocates, State Game Departments, State Agriculture Departments, Fish and Wildlife Services, the National Wildlife Society, the Sierra Club, National Forest Supervisor and the BLM District Manager. Through this makeup we have chosen to address all the resources of the rangelands and to accommodate, if possible, all needs to public lands users in our planning and management. Thus, we have attempted to incorporate representatives of those agencies, organizations, and associations having direct interest in land management in our area.

Goals and Operating Principles

The Modoc/Washoe program is successful, in part, because we spent several sessions developing a common understanding of each other's philosophical viewpoints. Then we agreed to the philosophical principles under which we would act. We

agreed that our long-term goal is to foster cooperation and coordination among various users and agencies to achieve three objectives:

1. Environmental improvement.
2. Integrated and improved management of all ownership.
3. Through improved management, long range stability of the economy.

We still spend time and energy in philosophical discussion. We still frustrate and anger each other with biases, assumptions, and fears. However, we agreed early not just to let each other live, but to strive to improve the quality of life for all of us by advocating our own needs clearly and hearing the needs of others.

We operate under consensus of opinion, which many said we could not do. We developed a demanding and unyielding definition of consensus. For us it meant that all decisions, recommendations and actions taken by the committee would be by unanimous agreement; any issues not receiving unanimous resolution would be sent back to a working committee for further study or would be tabled. We extended this operating rule to all levels. I feel the consensus rule has been particularly instrumental in the success story. The concept is frightening to some. Everyone was at least apprehensive at the outset. But the longer it has been used, the greater is the confidence and trust in the process. In talking about our stewardship story to others, without fail, the notion of operating by consensus has generated the greater reservation in all I have talked to.

We have technical review teams (TRT) that are assigned to solving problems about specific issues or specific allotments. Each TRT has a minimum of five people with an environmental representative, a rancher, a Fish and Game Department employee, an SCS employee, and one from the BLM or Forest Service. Other representatives such as wild horse advocates or archaeologists are added if warranted. The TRT approach was established to resolve land planning problems and recommend allotment grazing management to the steering committee. This on-the-ground technical recommendation on specific allotments, managed by field-experienced representatives of the resource involved, has invariably resulted in progress toward an acceptable plan of administration throughout the stewardship area. Many TRT plans are in process of complete implementation; a few are still struggling toward consensus. In no case has any participant picked up the ball and gone home.

According to Sam Millagzo of the Nevada Department of Wildlife, a member of the Steering Committee, the TRT approach to planning does not in itself eliminate conflicts, but it is the most sensible, time efficient, and effective means yet devised to get at the heart of the resource problems.

Stewardship is experimental. That means we can attack the problem, make any request, try most anything. Range management is dynamic; it needs to be experimental. Experimentation is essential to our success. At some point, the need for regulatory uniformity in the administration of public land management and the need for experimentation in range administration must be addressed outside of the stewardship program.

I have been fortunate to be involved in this stewardship program by being a permittee in the area and serving on the steering committee. I believe it is working because of the strong agency support. There's a strong feeling of "Let's do it right so we won't have to do it over again and over again in court." There has become a feeling of trust from all users involved on the outset.

One of our strongest critics was a member representing the Sierra Club from Reno. Nevertheless, she participated and served on some of our most controversial technical review teams. Last summer at a tour we conducted for the National Cattlemen's Association she stated, in part: "We have come a long way from (those) shaky beginnings. Sierra Club members have learned a lot about range and wildlife resources. Some of us progressed from discovering that low sage doesn't get that way from overgrazing to learning that overgrazing doesn't always mean reduction in livestock numbers, and we are just starting."

Another quote comes from Jean Shadler, a rancher representative who ended a recent speech by stating: "As a life-long participant in American movement, I am reserving judgement on the cooperative management movement until I see how agency professionals, as individuals, use this model program. If they embrace it, it will be a success. If they ignore it or rationalize it, it will be an idea whose time came and went."

In the meantime, the experimental stewardship program saved the life of my family business. That was a goal. That makes it a success.

In closing, I believe the stewardship approach is working. Once again there is growing trust of agency people and of all users. Ranchers are once again willing to put money and effort into their allotments. However, the stewardship

concept is fragile. It lives on trust. If the time comes when the Federal representatives, state agencies or explicit interests groups allow that trust to be exploited or abused, the program will fail.

If you want the success of a stewardship program, you must commit yourself to the long pull. The men and women of the Modoc/Washoe area have done that. Many have put their careers and popularity on the line. Many have given up power for progress.

The Value of our Nation's Rangelands

1. Rangelands are a vital national resource, and provide many benefits which the public has defined as being significant and important to our nation. For example, a good, productive natural resource base of forage, which provides a vegetative cover, will do the following:

- A. improve wildlife habitat
- B. reduce the rate of soil erosion
- C. reduce the amount of soil sedimentation runoff
- D. improve the water quality of streams, lakes, etc., and
- E. provide aesthetic value to the public. (People like to look at green hills and not dust-covered mounds of earth.)

2. Rangelands provide an abundance of food and fiber through the conversion of a less energy-dependent, renewable natural resource into a whole protein food source. Over 80 million acres of the 50 states are being grazed by livestock; that's one acre in every three!

3. These lands are a vital part of our natural economic picture. In 1978, the farmgate value of ruminant livestock was \$51 billion, or 40 percent of the nation's agricultural output.

4. Federal rangelands comprise about 51 percent of the total land area of the 11 Western states and furnish 38 percent of the grazing from Western rangelands. At present, about 20 percent of our feeder calves and over 50 percent of marketable lambs come from the 11 public land states.

What is the Status of the Experimental Stewardship Program?

- 1. To date, only three areas have officially been recognized.
- 2. The Secretaries of Agriculture and Interior must report to Congress by December 31, 1985, the results of the Experimental Stewardship Program, authorized by Section 12 of the Public Rangelands Improvement Act of 1978.
- 3. Only three area experimental programs were established. That hardly fits the language of PRIA that these programs should be tried on areas "representative of the broad spectrum of range conditions, trends, and forage values." Also, three areas only do not appear to be sufficient to "explore" the innovative policies and systems that are mentioned in the law.
- 4. The BLM claims to have tried Experimental Stewardship Programs with individual ranchers, but has revealed little information on these experiments.

National Cattlemen's Association's Recommendations

- 1. A draft of the report to Congress on the Experimental Stewardship Programs should be published well ahead of its scheduled date for submission to Congress, so that interested persons can offer critiques and suggestions through the public participation process.
- 2. The report should identify and recommend any permanent changes in laws and regulations that positive results of the three experimental programs indicate are desirable.
- 3. The agencies should consider making certain practices and policies demonstrated in the experimental programs "permanent." Those involved in the three programs want to continue the program beyond 1985. That should be authorized.
- 4. The authority for additional experimental programs should be extended. (It is unclear whether the current authority expires at the end of 1985.)

5. New, different programs should be tried. The agencies have never adequately explored the idea mentioned in the law of rebating 50% of the grazing fee as an incentive. According to participants, the three existing programs have been highly successful, and these are areas in which the controversy ran high. The agencies should seek ways to inform and convince people in other areas to try to emulate one of the three programs.
6. The stewardship programs have "demonstrated" that their innovativeness has been responsible in the development of a new means to resolve resource conflicts involvement the trade-offs and compromises must be developed to ensure success.
7. The agencies involved should establish "benchmarks" by which monitoring can be used to measure resource progress.
8. Agencies should develop and publish guidelines to be used for monitoring the stewardship programs.
9. Agencies should establish a certification program for ranchers to qualify them to conduct a major part of the monitoring program.

COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT OF PUBLIC LAND THE MONTANA EXPERIENCE

Jack A. McIntosh, District Manager
Butte District, Montana

Cooperative management of the public land is the only way to go. My career has spanned 33 years. During that time the Bureau of Land Management (BLM) has operated under 5 different administrations and has seen numerous policy changes. Those changes came complete with different styles of management and different demands. We have vacillated between an authoritarian approach on the one extreme and an approach emphasizing shared responsibility on the other. While each style has its place in management, cooperation and coordination is the way to go. After all, we are a democracy. Our public has grown up on this principle and they are unwilling to allow their public land managers to dictate to them even when they are right.

Past autocratic decisions by public land managers have led us into the courts when they should not have. We have come dangerously close to having the judicial rather than the legislative branch of our government make our decisions and formulate policy. Most, if not all, of the litigation against the BLM could have been averted if we would have been willing to compromise and coordinate. This is not to say we should capitulate.

I believe good cooperation is nothing more than good communication. Not only does poor communication affect the general public, but it also affects internal staff performance and morale. As a public land manager, I deal every day with forces over which I have little or no control. I believe this to be true in every business. I also believe we should spend more time in every way we know to communicate better. Good communication is not easy for resource managers. Questions and concerns should not only be tolerated, but encouraged and then acted upon. This will be interpreted by our public as cooperation, and it is. In our cooperative efforts on the stewardship program in the Butte District, BLM has not compromised our authority or regulations. Our success has resulted primarily in sitting down together, communicating and coming to an understanding of each other's problems.

I am not much turned on with attaching a catchy name to cooperation in managing natural resources. By whatever name we call it, stewardship, Cooperative Management Agreement, etc., it all means the same thing, cooperation.

I recently read an article on management by D. J. DePree. In it he said, "I'm convinced that the best management process for today's environment is participative management based on covenantal relationships." He listed 8 rights that people have in regard to their station: 1) The right to be needed; 2) the right to be involved; 3) the right to a shared commitment; 4) the right to understand; 5) the right to be held accountable; 6) the right to make a commitment; 7) the right to affect one's own destiny; and 8) the right to appeal.

I agree strongly with Dr. DePree. It has been a hard lesson for most of us to learn. The public is not willing to allow public land managers to do as they see fit with its lands and the public has had to use the Federal courts to express its disagreements.

Given my experience in managing public lands under both the authoritarian and shared responsibility management styles, I can assure you sharing responsibility is not painful and it is far more cost effective — all without compromising our given charters.

What I am talking about should be a way of conducting business and not confined to specific projects. But since the stewardship program is a good example of cooperation, I will analyze for you the case of the East Pioneer Experimental Stewardship Project in southwestern Montana. The Experimental Stewardship program directed by the Public Rangelands Improvement Act (PRIA) of 1978 (P.L. 95-514) was an experiment, a totally successful experiment. The report to Congress expressing this point of view will be made later this year.

At the conclusion of the Mountain Foothills Range Environmental Impact Statement (EIS) in 1978, a court-ordered action, the Butte District had concluded there must be some drastic livestock reductions in the foothills of the Pioneer Mountain Range. With the passage of the Public Rangelands Improvement Act, it was apparent that Congress concluded that what we had been doing in implementing range EIS's was not entirely satisfactory. PRIA directed the Federal agencies to seek out innovative ways to coordinate effective range management practices.

As a consequence, a committee comprised of BLM, Forest Service (FS) and Soil Conservation Service (SCS) representatives was called together in Washington, D.C., and asked to submit a report to the combined agencies on how to implement Section 12 of PRIA, and the experimental portion of the Stewardship program was born. Some of the criteria generated by the committee for selection of the areas included: 1) planning must be completed; 2) high co-mingling of ownership; 3) willingness of user groups to join in the program; 4) good chance of success; 5) no supplemental budgets required; 6) no constraints by litigation or legislation.

This process was followed with area nominations. Since I was BLM's representative, it took little time to determine southwest Montana fit precisely into the criteria for selection. Besides the East Pioneer, only two other areas were finally selected: Challis, Idaho and Washoe/Modoc, California. The small number selected was ultimately a blessing for the program.

Following the selection of southwest Montana, the Butte District with the Beaverhead Forest went to work selecting the area. To this end we selected a nomination committee from prominent local folks from the agricultural and banking communities. The nominating committee selected three allotments or combinations of allotments. This was a self-destruct committee. Following the nomination process, the users were briefed on the objectives, processed and then queried as to acceptance or rejection of the program, and the East Pioneer Stewardship area came fully into being.

Since Challis, Idaho, was cited in the legislative process leading to the Stewardship initiative, we asked the District Manager and the Forest Supervisor from Salmon National Forest to a meeting where the FS, BLM, State and permittees were present to discuss success, failures, advice, organization, etc. Since time was critical, we did not want to reinvent too many wheels. Following the meeting, we set the wheels in motion to organize.

The first effort was to select a steering committee to guide the experiment. The Steering Committee was composed of the Forest Supervisor of Beaverhead National Forest, the District Manager for Butte District, an SCS representative, the regional supervisor for Fish and Game, a range specialist from Montana State University, a representative from the Governor's office, an environmental representative, and four ranchers. At the first meeting, it became apparent that the area selected was too big to manage at one time with the limited funding available. Consequently, the East Pioneer was further subdivided into units and priorities were established. A Technical Action Group (TAG) was selected for each unit. Each TAG included the rancher or ranchers, wildlife biologist, a range specialist, and special interest groups representatives as needed.

Early on, we as a group decided we should not be encumbered with agency regulatory guidance such as range readiness, inventory methods, utilization criteria, etc. We also decided to not let boundary lines control unless, by moving boundaries, we would violate a previous commitment or violate the law. These resolutions were a major hurdle and made many folks in our organizations awfully nervous. But we kept advising the hierarchy we could not be innovative while encumbered by a proliferation of regulations that had nothing to do with organizational boundaries, land and vegetative types; and in the end, we prevailed. After that our job became much easier. Fences were removed or replaced and redesigned as needed for livestock and game. Water systems were designed to serve the entire area no matter the source of the water. Allotment managements plans were reviewed and redesigned. Range readiness and utilization studies were coordinated. We shared the responsibility for rangeland monitoring. Wildlife herd unit objectives were adjusted to meet needs. Above all else, no adverse decisions were issued to reduce livestock numbers, and we could all sit down and listen, hear and talk together about problems, objectives and standards. It was a real educational process for all of us. Now it seems like trivia to even talk about compromising agency regulations where early on it had occupied so much time.

Congress allocated too little time for readily noticeable changes to the environment. Dramatic changes to the landscape will be slow. The dramatic change came in people and their behavior modification because of the consultation and cooperation process.

Probably the most unique benefit as a result of the stewardship program was the annual stewardship meetings. These were not designed into the system by Congress or the agencies; they were designed by the stewardship committees. We

not only made a lot of new friends in a broad range of interest groups, we found a real forum for exchanging information which was a benefit to all. This group also established by a committee to prepare the 1985 report to Congress. I'm sure even Congress is going to be impressed by the stewardship committee's enthusiasm.

Since our success with the East Pioneer Experimental Stewardship Program, the Butte District has applied the same concepts to resources other than range. We have a cooperative effort in managing Garnet, a ghost town in western Montana. This effort will result in private management with BLM guidance and planning.

The same concept is being applied to management of BLM's first wilderness, Bear Trap Canyon. Although this is in the infant stages, we expect the same results.

Three C's — cooperation, coordination and communication — make a good management style. I caution you, however, that this concept needs constant care. An overwhelmingly dominant user group can make the process extremely difficult. The fourth C is capitulation. That should never be a option. We as public land managers must maintain the public's trust that we will not demand more of the land than it can produce. As Will Rogers said, "God made this land and we had better take care of it because He ain't making no more of it."

WYOMING RANGELAND STEWARDSHIP

Richard Hartman
State Planning Coordinator and Chairman
Wyoming Range Resource
Coordinating Committee

- The Wyoming Experience, A Historical Perspective
- An Atmosphere of Confrontation and Conflict
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EXPERIMENTAL STEWARDSHIP THE WASHINGTON OFFICE PERSPECTIVE

Billy R. Templeton, Chief
Division of Rangeland Resources
Bureau of Land Management

Section 12 of the Public Rangeland Improvement Act of 1978, provided for experimental stewardship programs on selected areas representing a broad spectrum of range conditions, trends, and values.

Five areas were established that involve 5 to 22 allotments in 5 states:

1. Challis	Idaho	22 allotments
2. Modoc/Washoe	California & Nevada	16 allotments
3. East Pioneer	Montana	5 allotments
4. Tonopah	Nevada	18 allotments
5. Randolph	Utah	11 allotments

Eleven individual allotments were selected in three states

1. Arizona	3 allotments
2. New Mexico	5 allotments
3. Oregon	3 allotments

Wherever appropriate by land pattern, we are in a joint study with the Forest Service.

The act calls for a report to Congress not later than December, 1985. That report will be a joint report by the Secretaries of Agriculture and Interior.

Those field offices involved with stewardship programs will be sending final reports to Washington, D.C., in September and October this year. We plan on a draft report sometime in November. The report will be circulated for public review and comment in December and January. We plan a final report from the departments to the Congress in March of 1985.

There are fee implications in the program and we want this and the grazing fee report coordinated.

The early report date is to give the Congress time to review the reports and act on the recommendations prior to the 1986 grazing season.

That gives you an idea of the scope of the program and the report schedule. With that background, let me take a little time to give you my perception of it.

The stewardship areas that you have heard about this morning were all established where there were some pretty knotty resource conflicts. These included riparian area management, wildlife reintroduction areas, critical wildlife habitat situations, critical watershed areas, and intermingled land ownerships.

There existed virtually no trust among the various public interests and the agencies.

The changes have been phenomenal. When I have visited the areas, I have seen all of the various groups and agencies pooling their knowledge and experience to resolve issues. I have seen the land management agency people, both state

and Federal, more concerned with overall resource management than simply keeping things straight within their own jurisdictional boundaries.

There have been a number of management practices used in the areas. Some are site-specific physical practices, such as rangeland fertilization, irrigation, grazing practices to rejuvenate riparian areas, practices to maintain browse areas for big game, protective systems for fragile watersheds, and practices to increase livestock forage production. However, the most outstanding feature of all is the spirit of cooperation and communication that appears to have evolved.

There are few issues that cannot be resolved, if we simply turn all of the knowledge and experience available to us on the issue together.

The authority to do things elsewhere as they have been done on the stewardship areas is at our disposal. The affected interests and the agency people just need to recognize when resource conflicts have become complex enough to require a coordinated effort to bring about resolution.

We do not visualize the kinds of things that have taken place on the stewardship areas occurring everywhere. We do not visualize the intensive coordination as an activity that will continue indefinitely.

I feel that we will see coordinated efforts develop and intensify where resource conflicts occur. These will become less intensive as solutions to the conflicts are conceived and implemented.

My only concern is that we do not forget, when the going gets tough next time, that we can communicate, we can understand each others concerns, we can figure out solutions to the knotty issues.

If efforts like Nevada's CRMP process and what you are trying to accomplish here in Arizona will provide a basic framework that will survive through the easy times and be there to build on during the rough times, then my concerns will be set aside.

COOPERATIVE EFFORT TO DESIGNATE WILDERNESS ON THE ARIZONA STRIP

G. William Lamb
District Manager
Arizona Strip District
Bureau of Land Management

It has been a refreshing change to watch and participate in this cooperative effort to designate wilderness on the Strip.

Even though I feel we have a sound process, there are time delays and specific steps that we have to follow. This cooperative effort was not bound by any of our requirements and was able to be moved rapidly.

When Energy Fuels Nuclear, Inc. and the environmental groups asked for our support and blessing on their process I wondered how we could be involved and still carry out our own required process. Since we would be the administrating agency and had already acquired a vast amount of wilderness information, we felt it was necessary for us to be involved.

We offered our support in providing information, involving local interest groups, and spelling out all the issues associated with wilderness. We spent many days on the ground looking at boundaries to be sure they were manageable and helped in negotiating boundary changes where there were conflicts.

Finally after several months, the drafting of numerous maps, and conducting a number of field tours, a consensus was reached.

From that time Energy Fuels spent a lot of time and money informing groups, local governments and individuals to gain their support and approval.

Since the major interests (mineral, environmental and grazing) had come to an agreement, the local governments supported the proposal and brought about overwhelming support from congressional delegations in both Arizona and Utah.

I think the ingredients that made this process successful included:

- A strong commitment on the side of the environmental community and industry to logically solve the wilderness issue for the benefit of all concerned.
- A process that was flexible and unconstraining.
- Negotiations among individuals that represented organizations and interest groups.
- All concerns both big and small were addressed and resolved.

The results of the effort are:

- An uncontroversial wilderness bill developed three to five years ahead of schedule.
- A substantial savings of time and money for the government.
- A united process that can be used as an example for other controversial issues.

NEGOTIATING A WILDERNESS CONSENSUS FOR THE ARIZONA STRIP

Russell D. Butcher
Southwest Regional Representative
National Parks and Conservation Association

Would you believe it possible for environmentalists, energy companies, ranchers, timber interests, and politicians to agree upon a plan for wilderness? An unlikely scenario, I admit. For wilderness preservation is an issue that tends to polarize rather than unite people.

A year-and-a-half ago, we took the first cautious steps toward assembling a unique consensus wilderness proposal for the Arizona Strip. This remote and scenic northwest corner of Arizona — extending from Grand Canyon to the Utah line — contains a wealth of deep canyons, sheer escarpments, forested volcanic mountains, and vast stretches of high-desert rangeland. The Strip, encompassing some six million acres, is a bit larger than the State of New Jersey. Yet, a mere 3,000 people share the region with more than 30,000 head of cattle. It is home to the white-tailed Kaibab squirrel, wild turkey, mule deer, and to re-introduced herds of desert bighorn and the pronghorn.

Journalist Carle Hodge, writing in the August 1983 special Arizona Strip issue of Arizona Highways, says:

“Above and beyond the great chasms carved by the Colorado River, northwestern Arizona is a burnished upland so rugged and so remote it has been described as an American Tibet.”

In spite of the Strip's ruggedness and remoteness, a highly polarized controversy had erupted in recent years between those desiring to preserve some of the pristine natural quality of the region and those wishing to exploit the rich mineral resources. In the midst of this confrontational atmosphere, a negotiated approach to resolving this deadlock got under way in the fall of 1982 — with a couple of non-binding exploratory meetings between Energy Fuels Nuclear, Inc., of Denver, and the National Parks and Conservation Association. In these preliminary encounters — which included helicopter tours of mining and mineral exploration activities and Bureau of Land Management (BLM) wilderness study areas — we began discussing the company's activities in relationship to potential wilderness units.

So why were environmentalists and industrialists even willing to sit down and discuss apparently unreconcilable conflicts? What could possibly motivate poles-apart interests to talk with each other? On the one hand, environmentalists feared a steadily mounting impairment of the quality of wilderness study areas, as a result of mineral exploration activities. On the other hand, mining company representatives feared that wilderness study constraints could continue to hinder and drive up the investment costs of their mineral development program for many years to come. The BLM had itself predicted that delays, caused by the wilderness study process, could leave land-management uncertainties unresolved well into the 1990's and beyond.

Our initial meetings soon evolved into a series of serious, substantive negotiating sessions held in Phoenix in early 1983, between Energy Fuels, The Wilderness Society, Sierra Club, National Audubon Society, Arizona Wildlife Federation, and National Parks and Conservation Association. Miraculously, nearly every meeting brought us step-by-step nearer to a consensus. Together we painstakingly weighed and balanced the pros and cons of each BLM and Forest Service wilderness study area. Some of the units clearly deserved wilderness protection. Some did not. Others contained mineral exploration impacts or seemed to promise an extraordinary mineral potential, thus drawing into question whether they should be recommended for wilderness.

An absolutely indispensable element throughout this process was the feeling of mutual trust that quickly pervaded the negotiations. Both sides were “up front” with viewpoints and information in a free-wheeling spirit of candor, cooperation, and even cordiality. From our perspective, Energy Fuels' Gerry Grandey, Pam Hill, Brad Doores and Matt Mathisen were respectful of and responsive to our concerns; and we reciprocated.

This is not to say everything came easily. While it is true some areas and issues were quickly decided up or down, it is equally true that we all agonized over certain conflicts between minerals and wilderness. On several occasions it appeared our entire consensus effort would be aborted over an impasse. In all of these instances, one side or the other ultimately agreed to make a sacrifice. Or both sides gave ground.

The most difficult impasse concerned the spectacular Grand Wash Cliffs at the far west end of the Strip. These majestic cliffs consist of two long escarpments extending north-to-south for miles—escarpments that form a giant stairway, stepping some four-thousand feet from the Colorado Plateau Province down to the Joshua-tree-studded Mohave Desert in the Basin-and-Range Province. By any standards, this is impressive country.

National Parks and Conservation Association especially favored a wilderness unit encompassing the southern end of the Grand Wash escarpment, adjoining the west end of Grand Canyon National Park. Energy Fuels emphasized, however, that this stretch of cliffs also contains some exceptionally promising mineral sites. They were, therefore, clearly reluctant to give up such opportunities. We were solidly deadlocked. The Wilderness Society's representative, Mike Scott, reflecting everyone's eagerness to avoid a collapse of the talks, suggested that Energy Fuels take a few days to study the situation more closely, and return with a Grand Wash Cliffs wilderness proposal that would be more acceptable from their point of view. This they agreed to do, and in several weeks they returned to the negotiating table suggesting an area in the central stretch of the cliffs. Sierra Club's representative, Sherm Cawley, was personally familiar with the company's recommended area and expressed enthusiasm for it. With some mutually agreed upon boundary modifications, the impasse was finally breached, and we moved forward to the remaining few considerations.

When we environmentalists and Energy Fuels had come to a complete agreement on a wilderness proposal for the Arizona Strip, we then offered the consensus plan to BLM's State Director D. Dean Bibbes and his staff for evaluation and suggestions. They were enthusiastic about the consensus process and proposal, but did offer a few suggestions toward achieving more easily manageable boundaries. The same process was followed with the Forest Service's Carl Taylor of the Kaibab National Forest.

As winter drifted into spring, we presented the plan to the Arizona Strip District Grazing Advisory Board. Several range management concerns were resolved — including the deletion of an area desired for juniper chaining to improve livestock range, and then the board gave its endorsement. Energy Fuels succeeded next in gathering the support of local chambers of commerce, municipal and county representatives of the Arizona Strip and southern Utah, and other energy companies, as well.

In May, the BLM's Arizona Strip District Advisory Council expressed unanimous enthusiasm, and only hoped Congress would act soon. After the Arizona Strip Wilderness bills were introduced in both houses of Congress in July — co-sponsored by all of Arizona and Utah's representatives and both senators from the two states (plus Representatives Seiberling of Ohio and Don Young of Alaska), the Interior Department's National Public Lands Advisory Council gave its endorsement. In addition, both Governor Babbitt of Arizona and Governor Matheson of Utah have expressed their support.

The House and Senate Bills (H.R. 3562 and S. 1611) provide identically for 394,000 acres to be added to the National Wilderness Preservation System (288,000 acres of BLM lands and 106,000 acres of Forest Service lands). At the same time, the legislation provides for 672,000 acres to be returned to multiple use.

Congressman Bob Stump (R-Arizona), in whose district the Strip is located, has never even voted for wilderness before. Yet, he is the lead co-sponsor of H.R. 3562. Upon introducing the measure, Mr. Stump said:

"The Arizona Strip Wilderness Act of 1983 represents the hard work and general consensus of the diverse groups who use and have a direct interest in the Strip. While I do not generally advocate wilderness designation of public lands, I nonetheless am encouraged by the process by which this bill has come about and how the question of the multiple use of public lands has been addressed. The key and important factor in this agreement is that it expresses the needs and desires of the ranching, mining, local government, public land managers and environmental communities. It is indeed a creative and positive approach to the wilderness question, and is an example of business interests and environmental concerns working together. Such joint efforts deserve our strong support."

The press, too, has been focusing upon this approach to conflict resolution. Articles have appeared in Time Magazine, The New York Times, The Christian Science Monitor, Deseret News, Salt Lake Tribune, Rocky Mountain News, Las Vegas Review-Journal, The Arizona Republic, Arizona Daily Star, Tucson Citizen, and The Flagstaff Sun.

As for Congressional action, House subcommittee hearings were held in Washington last September — hearings described by one congressman as a "love-in". Subsequently, Congressman Mo Udall introduced a statewide Forest Service

Wilderness Bill (H.R. 4707) in which he tacked on an identical proposal for the Arizona Strip. This legislation was passed by the House on April 3, with a vote of 335-56.

Senate subcommittee hearings were held in February, again without opposition; and it is hoped S. 1611 will be reported out for a floor vote soon.

For all of us who've participated in this effort, it has been an exciting adventure in the democratic process at its best. We of the National Parks and Conservation Association hope the Arizona Strip experience will prove a contagious idea, that others elsewhere will be encouraged to at least try to resolve together their land management differences through negotiation rather than confrontation.

In the words of an Arizona Republic editorial: "The Arizona Strip Wilderness bill now before Congress is a triumph of compromise over environmental conflict. It is a rare species on the legislative landscape — a wilderness proposal that both environmentalists and industrial leaders support . . . It could prove a model for future accords here and elsewhere in the nation. . . the measure is expected to pass easily. It is a beautiful compromise!"

COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT ON PUBLIC LANDS: AN EXAMPLE

Roger G. Taylor
Area Manager
Kingman Resource Area
Bureau of Land Management

The Burro Creek Allotment is located in western Yavapai County, in the Phoenix District, Kingman Resource Area of the Bureau of Land Management (BLM). It is a long narrow grazing unit confined, to the most part, to Burro Creek Canyon proper. This area is unique, as perennial streams in the desert Southwest are very few and far between. The Burro Creek riparian zone provides habitat for a variety of plant and wildlife species. These include two federally listed and endangered species — the bald eagle and peregrine falcon — eight state-listed species: black hawk, osprey, great egret, snowy egret, black-crowned night heron, Gilbert's skunk, desert tortoise, and roundtail chub. The Burro Creek drainage supports the largest assemblage of black hawks in North America. The perennial waters provide habitat for five native fishes, roundtail chub, speckled dace, logfin dace, desert sucker, and sonora sucker.

A strange set of events led to a very controversial situation that, as usual, put BLM and the State Land Department (SLD) right in the middle. The devastating floods of 1979 and '80 that are well known for the damage they did in the Phoenix metropolitan area also hit Burro Creek. BLM's inventory crews, as fate would have it, were also gathering baseline inventory data during this very time, and saw Burro Creek in a devastated, denuded condition. All of these factors then set the stage for a no-win situation for everyone involved, the ranchers, BLM and the SLD.

I think at this point a little background on how this all came about is appropriate. During late 1979 and early 1980, BLM as part of the planning system, held workshops wherein various interest groups were asked to help us develop recommendations toward the management of the Hualapai-Aquarius Planning Area. As we found out, of paramount concern to almost everyone was the condition of the Burro Creek riparian zone. We received letter after letter and comment after comment, all of which deplored our management of the riparian zone along Burro Creek.

There were recommendations made that called for the complete removal of cattle from the Burro Creek drainage. And one recommendation in particular that called for the complete removal of cattle from the Burro Creek Allotment. Well, we analyzed the comments received and from that point prepared the draft Hualapai-Aquarius Grazing Environmental Impact Statement (EIS). Once the EIS was completed and distributed, we held public hearings in Kingman and Phoenix and called for written comments.

As I did the research preparing for this presentation, I was again amazed at the concern everyone had for the proper management of the Burro Creek riparian zone. For example, of the 34 pages of transcript taken at the Kingman hearing, 20 covered comments on the condition of Burro Creek. The same situation occurred at the Phoenix meeting: of the 44 pages of hearings transcript, 31 contained comments on the management of Burro Creek.

Most of the comments received were from conservation organizations. Some of the written comments we received went like this:

"In reviewing the Hualapai-Aquarius Draft Grazing EIS, I was disappointed to see that only token efforts were made to protect and allow the reestablishment of a healthy riparian habitat along important stream bottoms (e.g., Burro Creek, etc.). I urge you to establish riparian zones as priority areas and implement these in the allotment management plans.

"Over 80% of the wildlife in arid areas is dependent on riparian zones for its survival. Therefore, strong guidelines must be established and adhered to in order to allow new trees and shrubs to become established

to replace old and dying communities. This has not occurred in the past and must be designed into future management plans to insure a healthy and productive riparian zone."

Robert D. Ohmart, Ph.D.

"I am concerned that your draft EIS on the Hualapai-Aquarius grazing area contains blatant violations of federal laws, laws which you have the mandate to follow and enforce. Your projected abandonment of riparian zone wildlife communities is a gross violation of the multiple use concept supposedly operative within the BLM.

"You need be assured that it is quite practical to both provide for moderate grazing levels and wildlife habitat. Riparian communities can be encouraged by either deferred grazing practices or by fencing enclosures to allow for deciduous forest regeneration. You must already be aware that the areas of "critical wildlife concern" occupy less than 1% of your grazing district.

"Please modify your plans for Burro Creek and all other perennial streams lest you signal to the wildlife conservation community that you have abandoned wildlife concerns and lest you thereby leave your agency vulnerable to civil suit for flagrant violations of NEPA and other environmental legislation. I urge you to rewrite your EIS and hereafter consider wildlife in the management of all riparian habitats."

David H. Ellis, Ph.D.

Institute for Raptor Studies

"The seedlings and saplings germinated by the 1978 and 1980 floods are currently being browsed to extinction in Burro Creek. In a recent survey by one of our members, over 90% of the cottonwoods on the upper four miles of Burro Creek and three miles of the adjacent Francis Creek area had been grazed last summer or fall. The remaining stunted, branched, bush-like trees will not likely survive another browsing. Thus, vegetative response of recent, once-in-a-decade floods will be lost under current range management.

"Grazing should be eliminated from the Burro Creek allotment, if not all the EIS allotments, for a period of time suitable to permit the development of browse-proof trees. After that time, the areas should be cautiously reopened to grazing at a level which will permit suitable tree regeneration.

We believe the action for immediate closure of these riparian areas is necessary in order to save one of the Southwest's most outstanding Sonoran Desert riparian habitats from irretrievable loss."

Richard L. Glinski

Southwest Hawk Watch

I think you get the picture; everyone was very concerned about the management of the Burro Creek area.

The Brimhalls, permittees for the allotment, became very concerned about what was going on and began early to counter the attacks that they felt were being leveled at them. In August of 1980, Lee and Jerry Brimhall both wrote Senator DeConcini. BLM prepared its response and this was forwarded to the Brimhalls through the Senator's office. In October of 1980, a few months later, they then contacted Carlton Camp, county extension agent for Yavapai County, who in turn contacted Dave Bryant, extension range specialist, University of Arizona. Through phone conversations, it was agreed that we should all get together and go down for an on-the-ground evaluation. It was also decided that the University of Arizona's Range Task Force should be brought in for consultation. The Task Force was set up by the Arizona Legislature to assist. We spent two full days, November 19 and 20, 1980, riding the ranch. By the way, that's the only way one can see this ranch, and I think we all concluded that things weren't as bad as we had been led to believe. I'll quote from Dave Bryant's letter of November 24, 1980: "The most significant factor relating to the riparian zone is the damage done to the zone by heavy flooding during the last three winters." This finding was the consensus of all our opinions. One of the most significant things that took place, as a result of our trip, in my opinion, was that we were all concerned about proper resource management. Mr. Brimhall in particular expressed a willingness to cooperate in the development of a grazing program that might include such things as a grazing system, salting program, as well as their part toward trail building and maintenance and other improvements as needed.

Well, we have made a lot of progress since that first trip and meeting. The SLD, for instance, was immediately brought in because of their holdings within the allotment. After several later trips into Burro Creek and after many meetings, we reached an agreement on stocking levels. This agreement was signed in February of 1983.

In May of 1983, a Riparian Management Plan for Burro Creek was completed. All parties involved had input into the development of this plan and fully support it. This past March, Cyprus Bagdad Copper Company, students from Arizona State University and BLM cooperatively worked together to accomplish the planting and installation of a drip system for 150 rooted trees and we also planted 80 cottonwood poles. These plantations were fenced to protect the young trees but the fences will be removed once the trees are large enough so that cattle can't damage them.

In August 1983, we also completed an allotment management plan (AMP) after thorough consultation with the Brimhalls, State Land Department, and Extension Service. A 7-pasture system that operates on a 5-year rotation was agreed upon. The creek pastures will receive at least 21 months' rest followed by spring deferment the second year. We have now started implementation of the plan and are building water gaps and fences and installing cattleguards. These improvements will allow us to set up the pastures proposed in the AMP so that the grazing system can be initiated. The Brimhalls are developing waters up on various benches which should help pull cattle up out of the riparian zone.

Things have really turned around and everyone seems to be cooperatively working together towards good, sound resource management.

I've got a couple of recent articles I would like to read from that I think pretty well summarize the current situation:

" 'I feel good about this,' said rancher Jerry Brimhall, operator of the 13,000 acre Burro Creek ranch, which he leases from the BLM, referring to the revegetation project manned largely by members of the Arizona State University Chapter of the Wildlife Society.

"In 1979, Brimhall complained to members of Arizona's Congressional delegation that the BLM was running him out of business.

"The BLM had ordered Brimhall to cut his Burro Creek herd to 33 head from something over 300.

" 'There was no way I could make the payments on the place,' Brimhall said. 'They pushed us against the wall!'

"But the BLM backed off. Range improvements that included innovative streambed cattleguards and a six-pasture, rest-rotation system led to a compromise.

" 'The big thing is the BLM did listen,' Lee Brimhall said."

Arizona Republic, March 1984

"The regeneration of cottonwoods and willows has progressed to an extent that is remarkable. Even more surprising was the recent germination of sycamore, alder and ash hardwoods in Burro and Francis Creeks in the past year. The development of some 7, 8, and 10 foot cottonwoods and willows along several portions of the rivers dating from '78 and '80 flood events was most frankly, unexpected, because of what we had considered to be the inordinate stocking rate of the area. Things are not as black and white as we had previously considered them to be.

"We found it of considerable help to have the permittee, Mr. Jerry Brimhall present to discuss our mutual concerns of the cattle grazing vs. riparian regeneration, and we thank you for arranging this opportunity."

Robert A. Witzeman

Maricopa Audubon Society

Personal Thoughts on Key Ingredients to Cooperative Management

- (1) You've got to get out on the ground and identify the problems and opportunities. Open up communication lines with the users and interest groups.
- (2) It is critical that everyone involved — agencies, users and interest groups — get together and cooperatively find solutions that everyone has agreed to.
- (3) Participants must develop trust in one another.
- (4) You can't get action (cooperative management) unless you have established commitment to the solutions. This ties back to (2) above. Most importantly, the operator has to believe in what is going on and must willingly accept or take ownership of the actions proposed. Without this all is lost.

REPRESENTATIVE VIEWPOINTS ON INTEGRATING EFFORTS TO ACCOMPLISH LAND AND RESOURCE MANAGEMENT OBJECTIVES A PUBLIC LAND MANAGEMENT PERSPECTIVE

M. J. Hassell
Regional Forester
USDA Forest Service, Southwestern Region

I. INTRODUCTION

I appreciate being asked to participate in this conference to present Forest Service approaches to cooperative management. I will also touch on how I believe we are accomplishing our land and resource management objectives through cooperative approaches. I am proud of the progress the Cooperative Range Management Program is making on the National Forests in Region 3, as well as elsewhere in other regions and forests, and I have some personal thoughts about the subject.

First, I believe cooperative management is a must on public lands. There is no other way. There are many different approaches to cooperation, although I believe most of the really successful efforts I am familiar with fall in the category called "informal cooperative management" as outlined in the call letter for this workshop.

Before talking about some examples of cooperative management, I would like to make the point that cooperative management is not something new. It has been around for many years, and has no single definition as it comes in many forms and fashions. I would also like to make this point here at the start: It would be a mistake to lock in on one approach as the cure-all for every occasion.

II. EXAMPLES OF COOPERATION IN REGION 3

There are many cases of good cooperative management in Region 3, and the following are only a very few samples from the various locations:

A. An excellent example of one approach to cooperative management is occurring on several community grazing allotments on the Carson and Santa Fe National Forests in northern New Mexico. On these allotments we have many small grazing permits (10 to 100 head permits) on one allotment. We and the permittees have moved from what could be a terrible situation to where we have good range management and excellent cooperation. For example, on the Tio Grande Allotment, Carson National Forest (Tres Piedras Ranger District), the permittees have formed an allotment grazing association which takes all individual grazing applications and submits one association application to the District, collects all grazing fees, decides what will be run on the allotment (including number, type and quality of bulls), handles the required management application, and oversees range allotment improvement and maintenance. Other mutual benefits are the ability for the association to have allotment range riders plus better breeding programs and calf crops. We have several of these associations in northern New Mexico. The cooperation in this type of association management is critical but it works:

It takes a strong association leadership.

It puts the association in charge of day-to-day management and insures that all members pull their own weight.

The ranger district and the forest supervisor must be committed to "back up" the association in enforcing rules to implement our jointly developed allotment management plan.

The permittees like this system because they run their own affairs to a very great extent. We like the results obtained on allotments where we have several permittees (6 to 15) doing a topnotch job.

It gives us better flexibility as to class of livestock on the allotment: cattle, sheep, or a combination of the two.

B. Another outstanding example of what is occurring can be found on the National Grasslands in the eastern portion of our region (northeastern New Mexico and in the Panhandle area of Oklahoma and Texas). Many grazing permittees have operational management systems which are outstanding examples of excellent grassland agriculture. One example is Chet Mitchell, Kiowa Grasslands, New Mexico.

On the areas where Chet and the ranger have initiated an intensive management system (the Savory Grazing Method), historically, this area ran 125 head. What follows is what has happened during the past two years:

1982 - Ran 165 yearling steers that went on weighing 404 lb.; grazed 153 days with average gain of 320 lb. each; went off at 724 lb. average weight.

1983 - 200 fat heifers (were on wheat pasture) went on weighing 533 lb.; grazed 135 days with average gain 283 lb. each; went off at 806 lb. weight. Also turned bulls in with them, and the conception rate was 98%. Eastern New Mexico suffered a severe drought from June through December 31, 1983. In 1984, Chet will again run 200 head.

C. Coconino National Forest.

Closer to home, I wish to advise you that we have good range conditions and excellent permittee cooperation on the Coconino National Forest. Generally, as a whole, we are proud that Sportmen's groups concur with our management as well as the integration and cooperation with our other forest resources such as timber, watershed, soils, wildlife and recreation. All of this good work is the product of cooperative management. The permittees who graze their cattle on the Coconino deserve a great deal of credit.

D. Tonto National Forest.

We feel we have made very good progress the past few years on the Tonto National Forest. As some of you may be aware, non-livestock oriented interests pointed out this forest area was probably the worst example in the whole National Forest system just a few years ago. Some of these same groups now agree with us that progress is being made.

An area with excellent improvement on the Tonto is in Cottonwood Canyon: Roosevelt Allotment, permittee Dwight Cooper, Tonto Basin Ranger District. On this allotment, Dwight Cooper and the ranger district folks have greatly improved the riparian areas through good management planning and range improvements. A Santa Rita type 4-pasture system with back-to-back spring-summer deferment is resulting in good cattle performance and improved range-browse-watershed condition, but most importantly, is resting the riparian area 3 out of 4 years in the spring-summer season. This shows we can improve riparian areas without expending costly additional fencing of riparian areas, and we can improve these areas through good range management.

Another example of cooperative approach is the Devil's Canyon Allotment, Globe Ranger District. One of the 4 pastures consists of a significant amount of State land. Our agreement is to manage this one pasture with the State land in conjunction with the entire allotment grazing system. The Soil Conservation Service (SCS) assists the Arizona State Land Department in the management of these lands (primarily grazing capacity estimates and stocking). We annually ask SCS and the State to review our proposed management for input and concurrence.

E. University Range Extension. Other State, Federal Cooperation.

As we are discussing examples of improvement and cooperation in range management here in Arizona, it is now appropriate to briefly discuss successful examples as far as the extension aspect is concerned.

Initial Involvement.

Some of our initial involvement with University of Arizona Cooperative Extension Service seemed to put us on opposite sides of issues. I agree with Phil Ogden that the 1960s and early 1970s were troubled times, especially on the Tonto. I believe, though, we did hit a point where we decided something had to change for the better.

Where we are now.

I feel like we have rolled up our sleeves and worked together to overcome these early problems and now have some real success stories. University extension efforts have been, are now, and will continue to be a positive force in cooperative management.

Examples: Sedow Allotment, permittee Jimmy Griffin, Globe Ranger District Tonto National Forest. On this allotment, Jimmy Griffin has been working with Phil Ogden and other fellows from the UA Extension and Globe Ranger District Forest Service personnel. The allotment range condition and cattle performance are greatly improved. However, perhaps the most significant improvement through this outstanding cooperative approach is the significant increase of riparian species, much better conditions, plus a large number of new species coming in through management — not fencing of riparian — just good permittee management and excellent assistance from the UA Extension Service.

III. INGREDIENTS FOR SUCCESSFUL COOPERATIVE RANGE MANAGEMENT

Some ingredients for the successes we have had are as follows:

- A. Good range management practices can't be forced on anyone.
- B. These practices must be jointly developed, be tailored to the specific grazing allotment situation, and must be flexible.
- C. They must fit the livestock operation.
This item is critical, and I believe it is important to note that one way we in the Forest Service operate to be responsive and successful in cooperative range management is through our agency's decentralization. I could not agree more with Allan Day that the important decisions must be made on the ground.
 1. Local district rangers and their staff work with the grazing permittee on the allotment to jointly develop the best management plan to meet the Forest Service's and grazing permittee's objectives and goals.
 2. Where communications break down at the ground level, our system is structured in such a way that a grazing permittee has recourse all the way to the chief, if necessary. I support this system 100%, as do the district rangers and the forest supervisors, and we all understand this is how our system works. Those on-the-ground people who must deal with interpretations may vary somewhat — even err, but if you take away this local administrative responsibility, you eliminate decentralization.
- D. We must keep in mind that good range management is seldom a matter only for the agency and the livestock operator. All livestock use and the development of a management plan to harvest forage must be in harmony with all other resources, uses, and activities outlined in our policies, regulations and laws.
- E. We need to consider actions that prohibit good cooperative range management. This brings me to my concern about labels. Popular labels may cause a large amount of our appropriated funds to be diverted to catchy types of management programs (stewardship) at the expense of established, proven, ongoing management.
- F. We know that pragmatic cooperation can solve most problems, but it won't make the land produce more than its maximum ability. To put it more bluntly: You cannot solve all overstocking problems by cooperating.

IV. SUMMARY

In closing, I wish to emphasize five points:

1. There are many ways to analyze and approach cooperative management successfully.
2. We should not rigidly employ only one approach.
3. We must have faith in our on-the-ground personnel and our local livestock operators.
4. All management must fit the needs of the land, the livestock operator and the agency's multiple use mission.
5. Progress towards really improving our ranges will not happen without cooperative management.

THE NATIONAL CONSERVATION PERSPECTIVE ON COOPERATIVE MANAGEMENT APPROACHES TO RESOURCE MANAGEMENT ON PUBLIC LANDS

Maitland Sharpe, Associate Executive Director
of the Izaak Walton League of America

It is a pleasure to have this opportunity to offer some observations on the perspective of the national conservation community on cooperative management.

Yesterday, we heard about the success of the stewardship programs and other cooperative management efforts. It is an impressive record — a testament to what cooperative management can accomplish.

But there is also a down side. Cooperative management is not a blanket prescription that can be quickly applied bureau-wide. It is not a simple substitute for more conventional management techniques. And it is certainly not an end in itself; cooperative management will not — of itself — grow grass or restore damaged riparian communities. It is only a tool — a means to an end.

The advantages of cooperative management derive directly from its success as a political process — its ability to yield decisions that are politically acceptable to all interests — decisions that will not be blocked by appeals to Congress and the courts.

But if political sensitivity is the great strength of the concept, it is also its weakness; cooperative management must succeed politically if it is to succeed at all.

For cooperative management to be an effective political process, all of the interests with a major stake in the outcome must view it as legitimate and fair — as a value-neutral means of accomplishing shared ends of multiple use range management. If they do not — if any set of interests sees cooperative management as a part of a hidden agenda to favor competing values — then it will simply become another battle ground.

It is in terms of this fundamental requirement of perceived legitimacy that I believe cooperative management faces its greatest difficulties. Last week, I polled most of the national conservation groups that are involved in range management issues with regard to their attitudes and policies on cooperative management. Those discussions revealed a pervasive climate of anxiety, distrust, and opposition.

One common thread was an anxiety over the pivotal issue of who is to cooperate with whom. The fear is that conservationists and Bureau of Land Management (BLM) personnel will be expected to do the cooperating, while other interests set the agenda.

Another common thread was that the cooperative management approach would tend to isolate conservation interests and exclude them from the decision-making process. The basic fear is that decisions will be made through closed negotiations between livestock operators and BLM managers. Many were anxious that conservationists will not be able to attend frequent meetings in distant towns, and that those who do participate will be outnumbered and overruled. Others expressed a concern that cooperative management decisions may not be well documented, making written input difficult and ineffective. Finally, there were complaints that the stewardship process is so demanding that it will eventually belong to those who live in the area and have a major financial stake in the outcome.

A third theme was that cooperative management amounts to an abdication of the statutory responsibility of BLM to manage the public rangelands for multiple use — a return to the era of custodial management.

The harshest criticisms and the strongest opposition were focused on the Cooperative Management Agreement (CMA) program. However, it was also clear that reaction to CMA's has rapidly generalized. Many conservationists now fail to distinguish among CMA's, stewardship, and other forms of cooperative management, seeing all as being merely different names for the same thing: a retreat from active, professional management by BLM.

I should explain that the position of the Izaak Walton League — and myself as an individual — stand in contrast to the general picture I have just painted. The League has called for expansion of the cooperative management concept and adopted a formal policy resolution expressing general support for the CMA concept. But the League's position clearly represents the deviant case. The central tendency of the national conservation community is to view cooperative management in general, and CMA's in particular, with suspicion and alarm.

What can be done to make cooperative management work, despite the climate of distrust and opposition from the national conservation community? What guidelines are there for dealing with the political problems I have outlined?

First, I would counsel those of you responsible for applying the cooperative management concept to go slowly. Be deliberate and selective in implementing cooperative management and especially in expanding the CMA program. To succeed, in the long run, I believe you must accept the fears of the conservation community as a controlling constraint in the short run. Cooperative management must be given time to prove itself; conservationists must be given time to see that the approach can work and that it is not a simple surrender of management authority.

Second, I believe that cooperative management must be carried out in full public view — in a fish bowl. Extraordinary efforts should be made to ensure that the process is visible and accessible, that all affected parties are informed and involved, and that the special information needs of the conservation constituency are met. An even-handed, but passive, approach will not be adequate.

Third, I believe that restoring public confidence in cooperative management will require an aggressive commitment to monitoring and to reporting the results of monitoring. Monitoring of ranges under cooperative management must be thorough and frequent. The monitoring procedures must be designed to provide credible results — even at some loss in economy. The results of monitoring must be carefully reported and accurately interpreted for a non-technical audience. Monitoring reports should also be backed up by a strong demonstration effort, so that the success of cooperative management efforts becomes visible and recognized.

All of this means that allotments under some form of cooperative management are likely to require more management effort, more manpower, and more monitoring than other units — at least for the first few years. Until public confidence in cooperative management is secured, credibility, not economy, must be the controlling consideration.

Finally, I would counsel you to pick your shots — to be highly selective in choosing the most promising opportunities for cooperative management, especially in the early years.

But what are the criteria for selection? What are the conditions that will lead to a successful application of the cooperative management concept? I would like to suggest eight factors that may provide a useful checklist for evaluating the probability of success in a particular area.

(1) Is there a crisis? Is there a strong incentive for the dominant interests to negotiate and compromise? Is there something holding their feet to the fire? I strongly suspect that cooperative management will work best in situations distinguished by uncertainty and risk — situations in which the strongest interests feel threatened by change.

This point leads to the general observation that cooperative management will work as a supplement to active management and regulation of rangeland uses, but not as a substitute for such management. There will be a continuing need for the regulatory stick as well as the cooperative carrot. Indeed, the carrot may look appetizing only in contrast to the stick.

A more basic principle is that there must be incentives or payoffs for all major interests. The incentives may be positive or negative, but they must be strong enough that all of the key parties are willing to assume the risks of negotiation. Cooperative management will not work as a zero-sum game. There has to be something in it for everyone.

(2) Are the conflicts negotiable? The cooperative management process seems most likely to succeed where the issues at stake are not a matter of life and death for any of the interests. The stakes should be large enough to galvanize participants into action and command their attention over an extended span of time. But they should not involve categorical, all-or-nothing choices on which no compromise is possible.

(3) Can conflicts among uses be resolved with better information? Some conflicts may be more apparent than real. Many current range management conflicts are rooted in factual disagreements about condition and trend, inter-species

competition, or the implications of a particular management action for a given resource value. If the parties can be brought to agreement on the facts and their implications, the range of uncertainty and potential conflict can be sharply reduced.

(4) Is adequate information available for the resource area in question? Does it illuminate the conflicts at issue? Does it define the impacts of the management options being considered or the trade-offs among competing uses? Will it be believed? Is the information physically accessible to all of the interests, including those who do not live in the area? Is it technically accessible to people who are not expert in range management?

(5) Do the size of the area, the diversity of the resource, and the pattern of ownerships lend themselves to finding compromise solutions to resource conflicts? It would seem obvious that a cooperative management area that is relatively large and diverse is likely to offer a wider variety of management options and greater opportunities for compromise than one that is smaller or more homogeneous.

(6) Will the range itself respond well to management? Cooperative management efforts would seem more likely to succeed on relatively responsive ranges, where a change in management can be expected to yield a fairly rapid improvement in condition and forage production. On unresponsive ranges, cooperative management is likely to produce frustration and failure, unless a reallocation of uses can resolve major use conflicts without waiting for improvements in condition.

(7) Is the local climate of opinion receptive to cooperative management? Is there a fairly concrete problem that people are anxious to solve? Are there local leaders among livestock and conservation interests who are committed to a cooperative approach and flexible enough to make it work? Do the BLM personnel in the area have the necessary skills in mediation and group process? For cooperative management to work, people must want it, and ask for it. They must buy into it psychologically, and feel that it is their own creation.

(8) Is there time to allow the process of compromise to produce a solution? Or is action required by events that will not wait? Cooperative management is a slow and deliberate process. It will work best where the problem is of either a slow maturing or a chronic variety.

To summarize, my message is that the perspective of the national conservation community on cooperative management is sharply negative. With few exceptions, attitudes range from skepticism, through anxiety and distrust, to outright opposition. Those attitudes may seem misguided; they may seem irrational. And they will exert a powerful influence on the future course of cooperative management. For cooperative management to be implemented on a significant scale, it must be structured in ways that address and accommodate the apprehensions of the conservation community.

I believe that can be done — if cooperative management is implemented slowly and deliberately; if the process is open and meets the special needs of the conservation community for information and access; if monitoring is thorough, frequent, credible, and well reported; and if you are careful to select only those situations where cooperative management is most likely to succeed.

ESSENTIAL INGREDIENTS FOR COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT STATE PERSPECTIVE

Robert Yount
Arizona State Land Department

I keep a reminder on my desk that gives the definition of a camel as "a horse designed by a committee". Resource management decisions on public and state land cannot be made in a vacuum and are necessarily the result of committee action. The resulting decisions are much like the camel in that, no matter who looks at the animal, faults can be found.

At best then, resource management decisions are compromises. If any individual or group is completely satisfied with the decision, the decision may not have been appropriate. The responsibility of the managing agency then becomes one of making appropriate compromises that meet the mission of the agency, are politically palatable, are considerate of the land user, and recognize the impacts on the land managed by other agencies or private landowners. In order for an agency to accomplish all of this, the cooperative management approach is absolutely essential.

How then can the cooperative management approach be implemented? First, all agencies must recognize the need for cooperative management. They must make a commitment to consider the concerns of the other land management agencies and understand the other agencies' mandates and goals.

They must establish and maintain open lines of communication, both formal and informal, with the other agencies. You have already heard about the formal lines of communication that have been established through cooperative agreements. The formal process in Arizona is well established and working. Some additional opportunities for cooperative agreements continue to exist and these should be explored.

On the other hand, the informal communication system is often underrated, overlooked and not nurtured. At the staff level, we must also communicate. Our staff people are in the field and talking to the land user. There are opportunities to reduce conflict at this lowest level. However, if the conflicts are not resolved at this level, they can grow into real problems. Some effort to increase your staff's awareness of the other agencies' operation would be most helpful here.

Assuming that the lines of communication have been opened, we need to back up a little and look at some of the other factors that are necessary for cooperative management. As I mentioned earlier, we must understand the other agency's mission and goals. This is a two-way street and obviously, if your agency has not clearly defined its mission and goals, it is not possible for another agency to understand them. Consequently, we all need to get our own houses in order first; then we can begin working on specific cooperative management efforts.

In order to initiate a specific cooperative management effort, the initiating agency must clearly define the goals and objectives of the management program. The related land-use issues must also be clearly defined. The criteria and guidelines that will be used in planning the use of the resource must be established.

Provision for public input should be made at the earliest point in the process that is practical. We believe that it is very important to include the people that will be directly affected by the management decision: the land user, landowners, resource managers, representatives of user groups and the municipalities. Remember that the public will only participate if its contribution is meaningful. All too often we hear concerned and knowledgeable citizens complaining about being used by the agency to fulfill the public participation requirement rather than being taken seriously as members of the "committee". The agency needs to LEARN TO LISTEN.

We also must be aware that cooperative management by the agencies may be perceived by the impacted public to be a threat because the public will be facing a unified effort of all the agencies rather than facing only the initiating

agency. We cannot overcome this perception unless the public is considered a full member of the committee. We may need to take a very hard look at this question if cooperative management is to be truly successful.

The next thing the initiating agency must do is to have a comprehensive inventory of the natural resources in the management area. Exchange of natural resource inventory data is a major factor in cooperative management and offers an opportunity for the agencies to really work together. The unfortunate problem in this issue is that the agencies are not using standardized survey methodology or classifications. A major effort is needed on this issue if we as agencies are going to coordinate management. The issue of standardization deserves a workshop of its own and should be considered as a topic for future agendas.

We have all now agreed to cooperate. We have the objectives clearly defined and we are ready to proceed. We still have unanswered questions. Who will take the lead? Who is responsible for the final decision? Who will do the staff work? How long will it take to plan, study, make the decisions and implement the decision? Do we need to organize local committees or internal agency committees specifically for this project? At what level can decisions be made?

We don't have time to address all of these kinds of questions. However, it is safe to say that the answers to these types of questions will not be the same for all projects. This leads me to believe that any structure that is formalized must be flexible.

I believe that we are on the right track with cooperative management. The participation in this workshop would also lead me to believe that we have, are very close to having, the necessary agency commitment to improve on our existing cooperative management structure. I am sure that our camel will fly.

Thank you again for the opportunity to participate in this valuable workshop.

PUBLIC LAND AND COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT

D. Dean Bibles, Arizona State Director
Bureau of Land Management

I am enthusiastic about this symposium and about working with you on ways we can better accomplish cooperative resource management on the public lands. I can think of no subject which is more timely or which offers richer opportunities for accomplishments.

Wide public and agency involvement is vital in accomplishing balanced multiple-use management on the public lands, in resolving conflicts in competing uses and in achieving the complex resource management needs involved.

Cooperation and public involvement have long been major points of emphasis in managing the public lands. Through such efforts we have, in many cases, been able to achieve an atmosphere in which land managers, land users and those who simply appreciate the land and its resources, work together in problem-solving. As a result, understanding is replacing animosity; sensitivity to another's viewpoint is producing the compromises and trade-offs inherent in multiple use management.

Now, more than ever, the cooperation and public involvement which have been fairly well developed must be expanded to embrace an integrated approach whenever possible.

Compromise and a spirit of working together to reach common goals, with give-and-take on all sides, is a sign of the times in modern resource management. There is just no other way.

One example of this togetherness in management is going on right now in our Safford District. The issue is the Gila Box and how it should be managed to meet objectives identified as concerns during the wilderness study process. The District has sponsored meetings and trips through the controversial gorge so that all sides can debate and seek solutions to the issues. In fact, an advisory group has been created to keep this communication link open. I want you to know the process is working and that a proper prescription for management will be underway regardless of the final outcome of the issue of wilderness preservation.

The Federal Land Policy and Management Act of 1976 ended an era of temporary, sometimes erratic direction and established a multiple-use mandate and a charge to balance development and conservation of public land resources.

Public uses and demands for resources on the public lands will continue to multiply rapidly in response to population increase. Recreational use is soaring. Exploration for minerals, especially uranium in the Arizona Strip, is intense.

The water-producing function of public lands continues to grow in importance. The public lands and their diverse resources and effective management are vital to local and regional economies.

The user public is more closely scrutinizing the way these lands are managed today because tomorrow and next year and in the next century these lands and resources will be even more valuable. Our cooperative objective must be the best possible multiple use and balancing of interests. The common need is for effective and equitable ways to manage this heritage for the best combination of diverse uses in response to local, regional and national needs.

A look at the complex land ownership pattern in Arizona implies the importance of close cooperation among private landowners, the State Land Department, local governments and federal land managing agencies. Much of the public land consists of scattered tracts which are intermingled with private and state lands.

BLM-administered lands are also adjacent to, and share management needs with national forests, refuges, national parks and tribal lands.

Cooperative resource management is especially important because of this land pattern as well as cooperative land use planning.

Examples of cooperation in Arizona are numerous and highly gratifying. We are working closely with State Land Commissioner Bob Lane and his staff on continuing exchanges to block up land ownership for better management. This cooperative effort in the exchange program and the state idemnity land selection process is a prime example of the close federal-state relationship that should be a goal for all of us.

That same strong cooperative relationship exists in coordinated efforts with Buddy Bristow and the Arizona Game and Fish Department (AGFD).

Habitat management plans are the backbone of our programs to benefit wildlife. In Arizona so far, BLM, the AGFD and a variety of interests have cooperatively developed and have begun to implement 20 habitat management plans covering six million acres of public lands.

The AGFD, BLM and ranchers have also combined efforts to re-establish bighorn sheep and pronghorn antelope in the Arizona Strip District. Bighorns once again roam the Grand Wash Cliffs and Virgin Mountains as a result of this cooperative effort. Nearly 100 antelope were also released this year into the Strip, adding to other releases begun in the mid-60s that today have established viable populations of pronghorns in the suitable areas of Clay Hole and Hurricane Valleys.

One of the more pleasing aspects of public land management is the cooperation of individual citizens and interest groups when they jump in to help protect natural resources. Special thanks go to the Arizona Strip ranchers who have shared their allocated forage and who have developed much of the available water used by pronghorns. The ranchers have also cooperated in modifying fences to facilitate the wildlife movements, thus preventing a confrontation between wildlife and ranching interests that has exploded in some areas of the West.

Cooperation has also extended into an effective anti-vandalism program. The slogan is "Run the Vandals Out of Arizona". Many people, organizations and a number of agencies have pitched in to make this a success. A good example is the AGFD cooperatively and generously allowing the use of its "Help Our Wildlife" 800 number to report acts of vandalism.

Response has been enthusiastic from local ranchers, mining companies, individuals, groups and agencies around the state in cooperative programs to restore the historic riparian forests and streamside vegetation so heavily impacted by flooding and over-use.

One example is the land use plan that focuses on restoring riparian habitat along 15 miles of Burro Creek in Yavapai County. Programs in Burro Creek are working because of the cooperative efforts of many people. We have had support and assistance from ranchers, the Cyprus-Bagdad Mining Company, various wildlife and conservation groups, and the AGFD.

The water development work being done by the Arizona and California Desert Bighorn Sheep societies is another showcase example of contributions by the private sector. Hard work and cooperation are being combined to help improve habitat for bighorn sheep.

Similar help is being provided by the Sierra Club, Audubon Society, Boy Scouts, ranchers, various sportmen's groups and individuals who have contributed hundreds of days of labor to restore and improve the productivity of our public lands.

Good communications and consultation with grazing permittees are clearly necessary to cooperatively achieve rangeland management objectives. I put emphasis on working closely with permittees.

Information from "on-the-ground" experience is crucial in range management and monitoring. It is especially important to take advantage of the stockman's "savvy" so his practical knowledge gained from living on the land and working with its resources is incorporated into rangeland programs.

Others have an important role in the rangeland management program. The University of Arizona Range Research Task Force has provided useful expertise and shown a keen insight into both livestock industry and public land management needs. The Soil Conservation Service provides useful assistance in cooperative ranch planning in areas with a mixed land ownership pattern. The AGFD also plays an important role in identifying habitat needs for wildlife.

I know that the term "grazing management systems" to some folks conjures up visions about as comforting as the scours and drought, but it is clear to me that grazing management programs geared to the needs and improvement

of rangeland resources are a vital key to continued productive use of rangelands for livestock production. Important benefits can be realized, and by working together we can capitalize on them.

We are asking those folks who make a living in the rangeland cattle business to assume an active role in the design and implementation of programs that we can all live with.

As others have said, the Experimental Stewardship Program offers important benefits. It is not a "sell out" to any special interest as some would have you believe. The power of integrated group action in such specially designated project areas has been clear and rewarding. The mutually developed alternatives reflect local resource conditioning and public concerns as well as federal and state requirements. This approach has the important bonus of increased public participation by the persons most directly affected by management decisions.

One of the important and potentially most productive cooperative endeavors is improvement of public rangelands. Combining the Cooperative Management Agreement Program with BLM's "selective allotment management" process offers incentives and tremendous opportunities for improving rangeland forage, wildlife and watershed values.

Selective management simply involves analyzing grazing allotments according to established criteria, then grouping them into three categories.

The three categories are:

- "M" Category — maintenance allotments to be maintained in the current satisfactory condition.
- "I" Category — improve allotments, to be managed to improve their poor to fair condition which is below their potential.
- "C" Category — custodial allotments, involving low productivity potential to be managed on a "custodial" basis.

I propose that we cooperatively implement a program which focuses on improvement of "I" category allotments so that they will eventually qualify as "maintain" allotments and thus for recognition in the Cooperative Management Agreement Program. This offers benefits both to the land and to the cooperating livestock operator.

Essential Ingredients:

1. Communication is one of the keys for achieving this goal.
2. We must renew and enforce our commitments to work together and we must work at it.
3. The groups must learn to more fully communicate and to reach compromise solutions. This negotiated process will often be the most effective way to realize positive solutions to complex resource management issues and to accomplish the trade-offs inherent in true multiple use.
4. Those of us in public agencies must constantly work to maintain an "atmosphere" which encourages effective communications and creates opportunities for public input and frank discussion.
5. Let there be no misunderstanding — BLM in Arizona is willing to experiment and to share fully in the decision process. One of our more effective ways in achieving this is through district public land advisory councils and grazing boards.
6. In essence, the time is now. We are conscious of the present and mindful of the future.

Conclusion:

The challenges in public land management have never been greater.

In trying to achieve a fair and wise balance in the use of the public lands, we need and welcome the advocacy of wildlife groups, mining interests, livestock producers and other users of the public lands. Input by other federal agencies and state and local governments is also essential.

Resources in Arizona are limited. Population increases are creating more demands on the public lands and their resources. I would hope that we can all join together to make integrated and cooperative resource management truly successful.

This symposium is an important step in that direction.

Thank you.

ESSENTIAL INGREDIENTS FOR COOPERATIVE APPROACHES ARIZONA GAME & FISH DEPARTMENT PERSPECTIVE ON INTEGRATING EFFORTS TO ACCOMPLISH RESOURCE MANAGEMENT OBJECTIVES

Bud Bristow, Director
Arizona Game & Fish Department

Part I — A Problem:

Impacts of livestock grazing on wildlife and wildlife habitat have been well documented. A multitude of publications describe impacts such as: competition for forage and water; riparian and upland habitat degradation; transcommunication of disease; and social avoidance; some even mention beneficial impacts.

Investigated to a somewhat lesser degree, however, are the adverse impacts that result from livestock management and its related developments. Vegetation manipulation such as juniper eradication and chaparral-type conversion intended to increase grass yield often results in adverse impacts to wildlife. Such practices, which result in retrogression, influence mid to late serial stage species, which are often economically important. Such practices result in decreased:

1. diet diversity
2. thermal cover
3. horizontal foliage diversity
4. escape cover
5. roost sites and
6. winter feed

Techniques used to manipulate vegetation may result in additional adverse impacts. Herbicide application, for example, may result in:

1. toxicosis in various wildlife species (particularly aquatic species);
2. non-selectivity of vegetative species;
3. "control" of non-target areas resulting from drift, during application, mobility in soils, and redistribution after ingestion by animals;
4. long-term persistence in soils;
5. long-term alteration of species composition, often in favor of monocotyledonous species to the exclusion of dicots; and
6. secondary impacts such as nitrite poisoning and hydrocyanic acid poisoning.

New livestock waters often result in adverse impacts to wildlife by increasing competition for forage. Cattle distribution is greatly influenced by water availability. Interstices between areas of cattle distribution are important to wildlife

as they offer areas of limited competition. If cattle distribution is improved by increasing stock water availability, these interstices will be lost. Competition between livestock and wildlife will then become more insignificant.

Fences are another range development which often cause adverse impacts to wildlife. They can be a severe problem depending on their design, location in relation to big game movement corridors, and the big game species present.

Part II — A Solution:

Not all adverse impacts resulting from range management are irretrievable or non-mitigable. Many (but not all) impacts may be lessened with relatively minor changes in management strategies, techniques and project design. For example, changes in season of use by livestock, alternative methods of vegetation manipulation, modifications in the design of vegetation manipulation projects and fence design are measures which can reduce potential impacts to wildlife. In 1979 the Arizona Game and Fish Department expanded its land management and projects evaluation effort by adding a habitat evaluation specialist to each of the Department's regions. The objective of this effort was to facilitate incorporation of fish and wildlife features in land and water developments and management programs.

We believe this effort has been quite successful in its objective. At times, however, our comments on various land management plans and projects have caused adversary relationships with other agencies. Often our comments have been misconstrued by those agencies as telling them how to do their job, or as making unreasonable demands on multiple-use principles.

We realize that human nature resists recommended changes to a plan that has already had considerable effort invested in it. The more people who critique a plan the more complicated its' final development. This undoubtedly contributes to the interagency tension which we have experienced at times. However, to avoid serious adversary relationships, land management agencies should consider our input as simply wildlife-related recommendations or positions of a single-use (wildlife) agency. They must recognize that we do not operate under a multiple-use mandate. Our comments are recommendations designed to limit adverse impacts to wildlife and assist in the decision-making process. They are not demands to force land management agencies to deviate from their multiple-use approach. What we would really prefer and seldom receive is that wildlife receive serious consideration in these multiple-use plans.

Part III — Cooperation:

Understanding the history of adversary relationships between the wildlife and livestock professions is the first step to improving our relations. Much of this adversity is rooted in prejudice and lack of understanding, which has limited productivity in both professions. In the present era of increased conflicting resource demands we have experienced extreme polarization of attitudes. We generally have taken up sides and defended the interests of our professions against all challengers. One is either totally committed to a cause or is considered the enemy. We also are experiencing an age of stereotypes. "Wildlife biologist" is often synonymous with "environmentalist" and "anti-rancher". A government employee is a paper shuffling bureaucrat, arm-chair resource manager, and one who has been compromised by politics. A rancher may be synonymous with government subsidized entrepreneur, resource exploiter, and anti-wildlife. This polarization of attitudes and stereotyping are counterproductive and add fuel to continued adversity.

Other factors that contribute to the adversary relationship are lack of trust, the fear of being taken advantage of, and fear of being criticized by our peers.

As professionals, we must overcome these impediments. Multiple-use is a reality which we must all face. Cooperation between interests is the key to disarming professional conflict. It is too easy to surround ourselves with others sharing the same opinions or to hide amongst our peers. Advocating sole consideration of our interest to the exclusion of all other uses is not only impractical but also unchallenging and most importantly, unproductive.

Cooperation is not an easy task. We usually feel more comfortable pursuing the single-use objective of our particular discipline. Additionally, cooperation is often viewed as a weakness or a surrendering of our professional ethic. This is particularly true at this time where loyalty to a single interest is in vogue.

Cooperation (to the lowest organizational level) can be used to turn adversity into productivity. We must encourage our people in the field to maintain close coordination. It is at this level that "on-the-ground" understanding is easiest to achieve. At all levels of the organization we should avoid polarization. It must be resolved as it develops and before insurmountable barriers result. Concurrent coordination between all levels of an organization is often necessary to accomplish satisfactory results in more complex issues. To resolve such issues, the decision-makers and those familiar with "on-the-ground" needs must coordinate simultaneously.

UNIVERSITY EXTENSION SERVICE PERSPECTIVE ON ESSENTIAL INGREDIENTS FOR COOPERATIVE APPROACHES TO PUBLIC LAND MANAGEMENT

George Ruyle
Assistant Research Professor and
Range Management Specialist
University of Arizona

Most of you know that the Cooperative Extension Service was established in 1914 by the Smith-Lever Act as the third branch of the Land Grant University system. The original purpose of Cooperative Extension was to extend research results in the field of agriculture for on-the-ground application. So traditional extension client groups, the traditional extension audiences, have been and still are farmers and ranchers.

In Arizona, as in the other ten most western states, a unique group has emerged, creating an area of major emphasis for range management extension activities: public lands people. This group consists of public land managers, ranchers dependent upon public land grazing allotments for their livelihood, and other public land user groups.

Nearly 90% of the state land base in Arizona is range, and most of this is public or state land. Only about 15% is patented, private land. I don't need to tell this group how important rangelands are as a resource base.

I will describe the University of Arizona Extension Range Management effort and how it relates to cooperative resource management. Our program includes three basic thrusts: 1) applied research, 2) outreach education in range management, and 3) allotment management planning and evaluation.

The Arizona range extension effort has focused on public land for many years. The need for better communication and cooperation among range users, primarily ranchers and regulatory agency personnel, has been emphasized. More recently, range management research and extension have teamed up for a major effort on public rangeland management problems.

Our basic research thrust has been to develop answers to problems we have encountered in field situations. To complement this effort, in 1980, the Arizona State Legislature established the Range Research Task Force. The task force is designed to conduct problem-solving research and attempts to meet agency and rancher requests for information. In addition to individual allotment management planning assistance, the task force range research includes, among other areas, evaluation of rangeland vegetation monitoring methods to answer questions relative to the sampling biases associated with the various techniques, monitoring grazing effects in riparian areas, and the study of fuelwood harvesting techniques as a means of brush control.

The second thrust of our program, the educational outreach program initiated by the range management group, has focused on a series of statewide workshops and field days for range users and regulatory agency personnel. These workshops began around 1977 and have evolved into a four phase educational program.

Phase one workshops focus on range evaluation methods used by federal agencies and are aimed to improve communication between ranchers and agencies. At these workshops, topics such as mapping techniques, ways to evaluate forage production and range condition are discussed. Additionally, the importance of riparian areas and other key habitats is explained.

Phase two workshops are self-help programs for public land permittees. These workshops encourage and guide permittees to design and implement management plans for their own grazing allotments.

Phase three workshops focus on livestock management aspects, and phase four workshops attempt to better define grazing management and public land policies.

All workshops include university and agency representatives, ranchers, and other interested individuals. For example, we recently held a range workshop in Santa Cruz County where nearly 100 people attended. The workshop theme was "recent topics in grazing management." Talks were presented on subjects including the future of public land livestock grazing and the status of Savory-type grazing cells in Arizona. We also have an upcoming range workshop on the Arizona Strip that will include such topics as economics of range improvements and the Arizona Wilderness Act of 1983.

That covers the areas of applied research and outreach education.

We are also involved on 30 to 40 public land grazing allotments on a yearly basis at the request of the ranchers and the agencies. (About 75% of the requests come from the ranchers and about 25% come from the agencies.) We are involved at all levels on these allotments. Often it is a conflict situation but we also provide general assistance in allotment management planning and a lot of plain old range management. We have also identified a series of demonstration and research allotments where ranchers, agency representatives and other interested individuals get together, on the ground, to work out resource concerns. On individual allotments, we feel the most important aspect for successful management are to open the lines of communication, set management goals and then monitor various aspects of the rangeland plant community to help determine if these goals are being met. All groups are included in the monitoring effort. Of primary importance to successful natural resource management is coordinated planning among all parties concerned, including the land users. Open communication and accurate resource information are essential when planning the best perceived use for public rangelands.

Our focus to date has been on ranchers and agencies because of their impact on day-to-day management. But we recently received a grant made possible by the Renewable Resources Extension Act to prepare educational materials on topics in range management for an urban audience. This program has just been initiated and we are now working with the Committee on Range Education in Coconino County to develop a curriculum for the Coconino school system. To insure a well-rounded product, local educators, ranchers, agency people and wildlife interests have contributed.

To conclude these remarks, I will list five essential ingredients that our program has identified for cooperative resource management on public lands.

1. A basic level of understanding, so when someone uses a term like AUM or frequency plot, we all know what it means.
2. Open lines of communication. Often this in itself solves any perceived conflicts.
3. Accurate resource information.
4. Sensible objectives for an allotment.
5. A monitoring system that will help evaluate management to see if the objectives are being met.

RESOURCE MANAGEMENT ON PUBLIC LANDS

Robert K. Turner
Vice President, Rocky Mountain Region
National Audubon Society

Yesterday's and today's enthusiasm is contagious and I know that is the clear message all of us will be taking back.

As everyone said or implied, cooperative management is the only way to give the rangeland resources a fair shake in a growing, complex society.

As obvious as this statement is — it is important that we reaffirm our commitment to this goal lest we lose by default.

1. From what has been said repeatedly by previous speakers this forum is timely and essential.
2. Cooperation, coordination, and communication are three activities that thrive best on forward momentum, a term Dick Hartman used yesterday.
3. Momentum can wane and be lost if we allow it to happen by becoming polarized. I'm convinced we won't.
4. An essential ingredient, the topic of this session, is the very obvious statement that bonafide users of the public lands must be at the "bargaining table" both to speak and, equally important, to listen to the other fellow's concerns, even when the discussions get tough.

Some successes to date involving the National Audubon Society are:

1. Snake River Birds of Prey
 2. Salt and Verde Rivers
 3. Gila Box in the Safford area
 4. Burros in Grand Canyon and
 5. the East Pioneer area.
5. Trends are changing dramatically
- A. Over \$1 billion in recreational dollars are spent on BLM lands annually, largely for wildlife.
 - B. Audubon is a strong proponent of financing wildlife programs with a public land user fee, say analagous to Golden Eagle Passport.
 - C. Communication also means another voice at the bargaining table — the "recreationist" — in addition to traditional users.
 - D. Another growing trend is the recognition by more and more Americans that the public lands belong to everyone. We in the West have the privilege of being close to the lands and also a greater responsibility of stewardship. Nonetheless each citizen can have the pride of ownership even if that only means a 5-day visit to Yellowstone National Park, once in a lifetime.
6. Audubon has grown from a few thousand members in 1970 to over 110,000 in the 13 western states. Many other organizations also have experienced similar percent growths. Staff grew from one to 12 in the West.
 7. Tourism — skiing, hunting and fishing — is now close to making mining Colorado's 4th largest industry. The ranking is now agriculture, manufacturing, mining, and tourism — each month over a billion dollars in 1983.

8. I strongly believe that there are plenty of resources to "go around" if they are managed cooperatively and correctly. All of us believe this or we would not be here in Tucson.
9. Still another essential ingredient is long range planning. Public lands must be managed for not only economic purposes but also from an ecological and biological standpoint and from a sociological one, I might add. Stability, analogous to that of three-legged milking stool, is thus achieved.
10. Essential ingredients include good federal and state laws. I feel we generally agree the laws now on the books, though not perfect, give a sound framework. What is needed is commitment and financial support from Congress, especially where a greater share of royalties are plowed back into the resource bank. Re-seeding, watershed protection, wildlife, etc. are solid investments for the future.
11. Land exchanges, properly done, are an important and growing land management tool. Project BOLD in Utah has Audubon's support.

Summary:

Stealing from a previous speaker, I believe that the three C's (cooperation, communication and coordination) will work if we make the effort to listen to each other's concerns. By adding a fourth C, commitment, we can make a critical step forward. That is commitment to use the public lands wisely so they remain a lasting heritage.

CONCLUDING REMARKS

Frank Gregg, Director
School of Renewable Natural Resources
University of Arizona

I sense we want to go slow on moving toward cooperative management approaches as a preferred approach in public land management, but we want to go. We want to stay loose; we don't want to codify around the experiments in stewardship. We would like to have a generally supportive policy environment from all of the effected agencies, but we're nervous about structure. I invited you to comment about structure and nobody did. I take that as mortal fear of bureaucratizing a system that is still evolving.

While we need to find ways to concentrate on areas with special problems, and develop incentives for specially organized cooperative efforts through models and demonstrations, we still have our basic responsibility to all the land and all the activities on the land. We can't concentrate so much effort on these specialized systems and places that we reduce the level of effort and performance on the public lands generally.

While we have not talked much about these aspects, I'm impressed by the burden of training and research that's required to improve our institutional capacities to do these kind of things. The fact is that our classic training programs for professional people in the natural resources fields are very skimpy on the kinds of skills that we're talking about here, and I think there's a great deal that we need to learn through research about more cost-effective, less time-consuming methodologies for inventory and resource assessments; for better ways to quantify and compare trade-offs; for ways of assuring access to information and decisions without making the burdens of participation unbearable.

As to next steps: we will publish, as I mentioned, a condensed proceeding of this meeting. We may end up distributing it more widely than we initially intended to. I think the quality of the presentations justify at least some element of a national audience for what we have done here.

We still have to do some interpretation of what the consensus appears to be and we will call on a not very random sample of you to help do that. If any of you would like to revise or add to your remarks, please do so.

Finally, I simply want to join Dean and Jean in noting the general atmosphere has been one of some considerable satisfaction. A lot of cooperation is happening. No matter what else may happen in larger arenas, there has been enough experience with the benefits of cooperation that we will proceed to pursue cooperation as a style no matter what official policy may be.

We will continue some of the discussions that we have had with some of the national groups to see whether we might want to expand this session into a national event. It occurs to me that if the consensus about fundamental principles of decentralized cooperative decision-making involving all effective interests within a broad policy framework is felt at this moment of history to be right for Arizona; there may be a lot of other people around the country who are sensing the same needs.

It is conceivable that if some national or at least west-side event might be organized, we might be able to substantially short-cut the time between which this is viewed as a way of approaching public land management which can be documented to work in certain cases to a fairly conscious style of public land management suitable for wide application.

Thank you for your ideas and your skill in presenting them.

APPENDIX

INITIAL COMMUNICATION

You are invited to participate in a workshop co-sponsored by the University of Arizona and the Arizona Bureau of Land Management; "Cooperative Approaches to Resource Management," to be held in Tucson, April 18 and 19, 1984. You will be informed by a separate letter as to the exact location. The enclosed prospectus and draft agenda outline the objectives for the meeting.

Through the experimental stewardship programs authorized by the Public Rangelands Improvement Act, great strides have been made in public land management, founded on cooperation among individuals. There has also been a considerable amount of successful work in Arizona through informal cooperative management. Substantial interest has recently developed in the general theme of "cooperative public land management." We think it is timely to take a careful look at this wealth of experience and develop a framework for use of public rangelands in Arizona.

We feel this is an excellent opportunity to enhance our relationships in cooperative resource management. We are inviting a broad spectrum of professional resource people and public land users to contribute to this effort. We would appreciate your attendance to make this a truly coordinated action. Please contact George Ruyle, Range Management Specialist, University of Arizona, Tucson (602) 621-1384, with both positive and negative responses.

PROSPECTUS

Title: COOPERATIVE APPROACHES TO RESOURCE MANAGEMENT ON PUBLIC LANDS

Theme: "Recent Successes in Cooperative Resource Management and Opportunities for the Future"

Goal: Identify effective elements for successful cooperative management and recommend means for future implementation in Arizona.

The planning committee has identified a preliminary list of some key elements that contribute to successful cooperative management. Realizing the list is incomplete, we hope the workshop speakers will address these specific key elements, positively or negatively, providing additional relevant issues as deemed necessary. All participants are encouraged to develop independent thoughts on these and other key factors. These preliminary factors are listed below.

Key Factors or Needs to be Addressed Concerning Cooperative Management

1. Application to full range of resource issues.
2. Real and timely issues dictate planning group size, composition and areas of concern.
3. Expectations of meaningful input; access without excess.
4. Issue and goal identification.
5. Sensitivity to personal and economic resource interests.
6. Baseline, monitoring, and evaluation information.
7. Public participation and disclosure documents.

Participants
Workshop on
"Cooperative Approaches to
Public Rangeland Management"

April 18-19, 1984
Tucson, Arizona

University of Arizona

Frank Gregg
Phil Ogden
George Ruyle
Bart Cardon
Paul Krauseman
Al Lane

Arizona State University

Ward Brady
John Brock
Robert Ohmart

Livestock Producers

Clayton Atkin
H. L. Anderson
John Olson
Herbert Metzger
Alan Day
John Weber
Walter Armer

State Land Department

Bob Yount
William Bayham

Arizona Game & Fish Commission

Frances Werner
Linn Montgomery

Arizona Game & Fish Department

Bud Bristow

Governor's Council on Rangeland Management

Fred Baker
Nancy Wrona

National Governor's Association

Joe Kinney

Bureau of Land Management

Dean Bibles
David Tidwell
Harold Ramsbacher
Bill Templeton
Marlyn Jones
Lester Rosenkrance
William Lamb
Roger Taylor
Raymond Mapston
Jack McIntosh

Forest Service

M. J. Hassell
William Snyder
Larry Allen
Jack Bills
David Stewart

Soil Conservation Service

Dan Robinette

Agricultural Research Service

Howard Morton

Environmental Community

Maitland Sharpe
Russell Butcher
Bob Turner
Leonard Wilson

Society for Range Management

Jack Bohning

Wyoming State Government

Richard Hartman
Rod Miller

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